

HOME OFFICE

ANNUAL REPORT  
OF THE COUNCIL OF  
THE CENTRAL  
AFTER-CARE ASSOCIATION  
1954

*LONDON*

HER MAJESTY'S STATIONERY OFFICE  
1955

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# Council of the Central After-Care Association

*Report to the Secretary of State for the Home Department for the year 1954*

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Sir,

We have the honour to present our Annual Report for the year 1954, together with the Annual Report to the Council of the Directors of the three Divisions of the Association.

1. During the year the Council has met once and the Executive Committee has met twice to deal with the detailed business of the Association.

2. We welcome as a new member of our Association Mr. William Asbury, C.M.G., Deputy Chairman of the National Assistance Board, who succeeds Mrs. J. L. Adamson, the former Deputy Chairman of the Board, whose term of office has expired.

We welcome also Col. J. F. Carroll, O.B.E., who will represent the War Office in succession to Col. J. W. Kenny, C.B.E. and Mr. E. W. D. Ray who will represent the Ministry of Education in succession to the late Sir Edward Howarth, K.B.E., C.B., whose sudden death in August 1953 was a great loss to the Association.

Mr. S. H. Jackson, the Secretary of the Borstal Division, retired on 31st December, 1954. Mr. Jackson had then completed 43 years of service with the Borstal Association and with this Association, for the last 31 years of which he had acted as Secretary. We have learnt with pleasure that it has been possible to arrange for him to continue to give his services to the Association in another capacity.

We have also seen with pleasure the appearance in the Birthday Honours' List of the name of Mr. P. E. d'Arcy, Secretary of the Men's Division, who becomes a Member of the Order of the British Empire.

3. The old Borstal Association, which has now become the Borstal Division of the Central After-Care Association, was first established in 1904. To mark its jubilee a party was held at Lambeth Palace, by the kind permission of the Archbishop of Canterbury, at which you Sir and the Archbishop both paid generous tribute to the work of the association over the 50 years of its existence. Over 250 people were present on this occasion, many of whom had been connected with the work of the Association for many years and some since its inception in 1904.

#### 4. *The Operation of Section 29 of the Prison Act, 1952*

The number of persons subject to section 29 of the Prison Act, 1952 continues to increase and in 1954 no fewer than 2,970 men and 106 women, discharged from sentences of imprisonment, were subject to this section of the Act. All these persons are required under the section to inform this Association, as the appointed society, of their address on discharge from prison and from time to time for a period of twelve months thereafter.

If a prisoner fails to comply with this requirement, the Association may give notice of his failure to the Commissioner of Police of the Metropolis

and he is then required to register at a police station and to report his address monthly to the police.

The Central After-Care Association is thus involved, so far as the Men's and Women's Divisions are concerned, in a considerable and increasing amount of correspondence and clerical work which is entirely separate from its normal functions as an after-care organization.

5. A person subject to section 29 of the Prison Act has no obligations whatever towards the Association other than to keep it informed of his address, in accordance with such instructions as may be given to him ; and in most cases the Association has no obligations towards him, except to act as a reporting centre for the receipt of this information. In some cases, it is true, the person reporting may be one who, by reason of the length of the prison sentence which he has served, is also entitled to look for assistance and after-care to the Association. But the great majority of persons subject to the section have served only relatively short sentences of less than four years and their after-care is the responsibility not of the Association (which has neither staff nor funds for the purpose) but of the local Discharged Prisoners' Aid Societies.

6. This arrangement followed certain recommendations first of the Departmental Committee on Persistent Offenders 1932, and then of the Departmental Committee on Employment of Prisoners 1935, rising from the abolition of penal servitude. A convict released from a sentence of penal servitude had been subject to a conditional licence, one condition being that he should report his address to the police. The 1932 Committee recommended that prisoners sentenced to imprisonment of any length (except life) should be released absolutely, and that in a case where reporting to the police was desirable the Court should give a direction that the person should on release be subject to police supervision under section 8 of the Prevention of Crime Act, 1871. The 1935 Committee, concerned with employment and after-care, thought that "the mode of supervision should be one which, while securing to the police all that information about the movements of dangerous criminals which they ought to have in the public interest, would safeguard the interests of the prisoner who is really seeking to make good. We are disposed to think that this object might be achieved if in proper cases the prisoner were allowed to report to a suitable Society instead of to the police, on the understanding that the Society would on request supply the police with his address and communicate to them any information which indicated an intention to revert to crime."

This is, with certain variations of detail, the purpose and effect of section 29 of the Prison Act.

7. In making the foregoing recommendation, the 1935 Committee added, "We have considered the objection that the undertaking of the duty of supervision might prejudice the relationship of the Societies to the discharged prisoner, but we do not anticipate that it would have this result. Supervision by a Society would be an alternative to supervision by the police, and we think prisoners would be quick to appreciate that it was a concession and a privilege rather than an attempt to convert the Societies into agents of the police." It is our considered view that this anticipation of the Committee is not being fulfilled. It is very difficult for prisoners subject to this section to understand that our Association, to which they are accustomed to look for

after-care and positive help, is performing in respect of themselves a simple police function and no more. They expect help from the Association, and are inclined to make a grievance when they find that they will not get it. It is not for us to enquire what value the police attach to this system, or to suggest alternatives, but we think it right to inform you of our concern at the growing amount of work, and public expense, involved in its maintenance, and of our distaste for carrying out a purely police function which is unrelated to and tends to impair our normal relationship with prisoners.

#### 8. *After-Care of Persons released from long sentences.*

Another problem arising from the decision not to continue the penal servitude licensing system for prisoners released from sentences of imprisonment has engaged our attention.

The Association is required to accept responsibility for the after-care of *all* persons discharged from sentences of imprisonment of four years or over, or in the case of women of over three years. This after-care is, however, voluntary and it rests with the discharged prisoner whether he accepts it at all or, if he does, to what extent and for how long he will co-operate in any plans which the Association may formulate for his rehabilitation. The result is that many who accept voluntary after-care from the Association do so only in order to obtain such material benefits by way of cash payments or other services as may be forthcoming on their discharge, and thereafter cease to co-operate further and soon lose touch with the Association altogether.

Prisoners discharged from sentences of corrective training or preventive detention however are in all cases released on a conditional licence and subject to statutory supervision, although they have often served sentences shorter than many long-term sentences of imprisonment. It seems somewhat anomalous that persons who may have served longer sentences of imprisonment should be discharged absolutely, with no transitional period of supervision or of controlled freedom between the institutional life of the prison and complete freedom in the outside world. The experience of the Association is that among this type of prisoner those who are most in need for a time of some supervision and guidance are often those who are least inclined to accept it voluntarily, except, as we have said, to harvest such immediate material benefits as may be available. In such cases it would appear that if the period of remission granted on the sentence could be used as a period of release under supervision, it would in many cases be in the interests both of society and of the man himself, and that something of value may have been lost in discarding the old penal servitude licence absolutely instead of converting it into a 'positive' licence requiring statutory supervision.

#### 9. *The Continuity of After-Care.*

In our report for 1953 we referred, in connection with a review of the development of the pre-discharge work of the association, to the conception of after-care as a continuous process from the beginning of a prisoner's sentence to his final rehabilitation as a free citizen. We would again stress the importance of this principle in our work and would acknowledge the valuable contributions which are being made to its realisation by our pre-discharge staff and by our Associates, the Probation Officers, who not only do invaluable work in advising and befriending families of prisoners when in difficulty, but also in some cases visit prisoners or Borstal inmates during the period of their sentence. Thus they establish a personal relationship with them before release

and are able to make plans for their re-settlement on a basis of some personal knowledge of their character and problems. There is nothing for which many prisoners are more grateful than for help and counsel to their wives or families during the period of their sentence and we believe the work of our Association in this field often lays a foundation for the subsequent confidence and co-operation of the prisoner on his release.

#### 10. *The Comparison of Re-conviction Statistics for Men and Women.*

Your predecessor, in an address to the Holloway Discharged Prisoners' Aid Society at their Annual Meeting at the Mansion House, drew attention to the marked difference in the incidence of crime as between the sexes and pointed out also that the increase in crime which was apparent in the post-war years was not reflected at all in the figures of crimes committed by women. The number of women committed to prison had shown no increase and had indeed remained steady at a comparatively low level. We might perhaps venture to add to these observations that a study of our own statistics over a period of years show that not only are women and girls less liable to be convicted of criminal offences than men and boys but also that they are less liable to re-conviction and to recidivism generally. For both prisoners and Borstal inmates the reconviction rate is substantially and consistently lower for women than for men. It is a matter for speculation how far this may be due to the greater measure of personal attention in after-care which the Women's Division are able to devote to individual prisoners, owing to the much smaller numbers with which they have to deal ; how far to a different response to the conditions of imprisonment and training ; and how far to psychological and sociological factors which we do not attempt to estimate. It has been suggested to us that many young women who have shown criminal tendencies in youth tend to abandon them as soon as they assume the responsibilities of marriage and motherhood. But while there may be much truth in this also, it does not explain why the re-conviction rate should be so low in respect also of older women recidivists and in particular of women sentenced to terms of Preventive Detention. These last are all women with long criminal records and it is not likely that such an explanation would have much relevance in their case. Yet the fact remains that of the ten women who have been released from Preventive Detention since 1952 only one had so far been re-convicted and this was for a minor offence only. She was placed on probation and not re-committed to prison.

#### 11. *The Problem of Finding Accommodation for the Homeless.*

One of the greatest practical difficulties which occur in after-care work to-day is to find suitable accommodation for prisoners and Borstal inmates with no homes to go to on release. In most districts some form of temporary hostel accommodation can usually be found for them immediately and no praise can be too high for the work done in this field by such organisations as the Church Army and the Salvation Army ; but accommodation of this type is in the nature of a stop-gap pending some more permanent settlement and we would earnestly invite all organisations working in the field of social service, who may be able to help in finding satisfactory places in family homes or lodgings for discharged prisoners and Borstal inmates, to extend to us all the co-operation which they can give to solve this difficult problem. Effective and speedy action here may often be a decisive factor in preventing relapse into crime through discouragement or the effects of bad companionship.

In conclusion we wish once more to extend our thanks to all those persons and organisations who continue to assist us in our work and to express our appreciation of the work done in all parts of the country on our behalf by the Probation Officers who act as our associates to advise and befriend all those for whose after-care the Association is responsible.

I have the honour to be, Sir,

Your obedient Servant,

LIONEL FOX,  
*Chairman of the Council.*

# Central After-Care Association (Men's Division)

*Annual Report to the Council for the Year Ended  
31st December, 1954*

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1. We have pleasure in submitting our fifth Annual Report to the Council covering the period ended on 31st December, 1954.

## AFTER-CARE PROCEDURE

2. Thinking of our work from day to day it is not easy to pinpoint progress, but looking back over our first five years we become conscious that quite definite strides have been made and that today we are much better equipped to perform our functions as an after-care organisation than in former years.

3. In previous reports we have spoken of building up procedure within our organisation. These have now reached a point whereof we are able to state that, though by no stretch of imagination could it be said we are overstaffed, we now have a staff growing in competence and efficiency which should enable us to cope with present-day commitments.

4. The progress within our pre-discharge department has been noticeable. This is as it should be since it is fundamental to our whole organisation. It feeds the other departments with the histories and records of each person who will subsequently be released to their care. In many instances the Senior Area Officer in charge is responsible for making the first personal contact we have with the prisoner, as for example, at the Corrective Training Allocation Centre at H.M. Prison, Wandsworth. Formerly these inmates were seen after they had been at the Allocation Centre some weeks, and just before they were transferred to their training establishment. Now our visitor sees each inmate within a few days of his arrival at the Allocation Centre and again before he is transferred. These early contacts are of the utmost value, since they enable us to gather up the broken threads, occasioned by a man's arrest and trial, at the first possible opportunity. From the beginning men are helped to understand someone is interested in what is going to happen to them at the end of their sentence and are thus encouraged to face their period of training with determination and purpose. They learn also that they may count on seeing one of our visitors from time to time after they reach their training establishment, and they are invited to look forward to such visits and seek an opportunity to discuss any problem with them.

5. We have continued our practice of selecting, in the early stages, those cases which are likely to offer problems of resettlement on their discharge. Special note is taken of these difficulties and attempts are made to resolve them during the prisoners' incarceration. Many are completely adrift when they come to prison. To these, prison itself becomes an anchorage. When the day of release arrives, and the anchor is weighed, it is of great importance to them if their gear has been adjusted and they are able to steer clear of the rocks.

6. Frequently we are asked to give an opinion as to what type of case offers the biggest problem in our task of resettlement. This sort of question is never easy to answer with accuracy, but generally speaking the homeless may be



said to be our constant anxiety. We are sure this view would be shared by all our Associates in the Probation Service who give much time and thought to this special problem. The wonder is how many of our homeless men are found accommodation, and we know this is not achieved by anyone sitting firmly in an office chair. It so often means many fruitless journeys here and there before a solution is found. This problem is a constant headache to the staff in our London Department, since London always seems to have a lure for those who are without home ties. "I would like to come to London and make a fresh start" is a statement often made at our discharge interviews.

7. We are fortunate in having the ready co-operation of those in charge of Hostels, such as the Church Army and Salvation Army, and without this our difficulties would be so often well nigh without solution. Nevertheless we are being constantly reminded that such is only a temporary solution for the homeless person who craves for private accommodation. Frequently we are asked by men prior to their release if we can find them suitable accommodation in rooms. They have generally changed their minds by the morning of discharge and ask to be allowed to find their own, lest they be made uncomfortable by the thought that the landlady knows of their past. We have to face these situations with understanding and sympathy, but it can be quite an expensive business in providing the rent, in advance, for so-called furnished rooms.

8. During the year our officers have paid regular visits to all Corrective Training and Central Prisons. Periodic visits have also been made to local prisons where numbers have justified it. Everywhere we have received the fullest co-operation of the Governors and their staffs. Similarly we have maintained a close contact with the Placing Officers of the Ministry of Labour and the officers of the National Assistance Board whose willing assistance is deserving of our warm appreciation.

#### NEW DISCHARGES

9. During 1954 the numbers of prisoners discharged to the care of this Division, or required to report to us under Section 29 of the Prison Act, were as follows. We have also included the figures for the previous years for comparison :—

1952	1953	New Discharges	1954
674	751	Long-term Imprisonment ... ..	846
1166	895	Corrective Training ... ..	747*
27	108	Preventive Detention ... ..	103
1,867	1,754		1,696
2,100	2,745	Discharged, subject to the provisions of Section 29 of the Prison Act, 1952	2,970†

\*Includes 22 corrective training prisoners re-discharged after a new sentence imposed during the period of their licence and 65 re-discharged following recall for further training.

†This figure includes 362 long-term imprisonment cases, who were also subject to this section of the Act.

#### LONG TERM IMPRISONMENT CASES

10. It will be noted that the number of discharges coming within this category has continued to rise and we must expect it to continue if the present rate of committals is maintained. On December 31st, 1953 there were 2,883

men in prison serving sentences of over 3 years. This number had increased to 2,916 by 31st, December 1954.

11. These men are free at the time of their release to go where they please. We have no authority over them or their movements, and they are at liberty to please themselves whether or not they accept such assistance as we offer voluntarily. They are, generally speaking, under no obligation to keep in touch with us. The only exceptions are those who in addition to the imprisonment sentence have been placed under Section 29 of the Prison Act, 1952, and in such cases we are required to keep a record of their addresses for a period of twelve months. It will be observed from the particulars given above that of the 846 long-term imprisonment cases discharged during 1954, only 362 were placed under Section 29 of the aforesaid Act.

12. The following figures indicate the nature of the help we were able to render with particular reference to the problem of employment after release. Other assistance, such as maintenance, tools, clothing etc., was given to those in need.

Total number of long-term imprisonment cases discharged during the year ended 31st December, 1954 .. .. .	846
(a) Required no assistance .. .. .	142
(b) Refused all offers of assistance .. .. .	3
(c) Did not wish help concerning employment .. .. .	99
(d) Deported .. .. .	3
(e) Unable to be helped on account of illness or other causes .. .. .	18
	<hr/> 265
Net total requiring help with employment .. .. .	581
	<hr/>
(f) Placed in work by co-operation with the Ministry of Labour .. .. .	239
(g) Placed in work by our Associates .. .. .	66
(h) Found their own work .. .. .	276
	<hr/> 581
	<hr/>

13. The position of the long-term imprisonment cases who were discharged during 1952, was as follows on 31st December, 1954:—

Prison	Number discharged	Not re-convicted		Reconvicted	
		No.	Per cent.	No.	Per cent.
Leyhill (a) ... ..	143	139	97.2	4	2.8
Wakefield (b) ... ..	81	75	92.6	6	7.4
Verne (b) ... ..	1	1	100	—	—
Dartmoor (c) ... ..	145	75	51.7	70	48.3
Parkhurst (a) ... ..	4	3	75	1	25
(c) ... ..	4	3	75	1	25
Locals (c) ... ..	296	176	59.5	120	40.5
Total ... ..	674	472	70	202	30

(a) "Star" prisoners. (b) Selected—mostly "Star" prisoners. (c) "Ordinary" class prisoners.

# CORRECTIVE TRAINING

14. During the year we received 660 men who were released on licence from Corrective Training for the first time, and on 31st December, 1954, there were 1,160 men still undergoing training, including 25 recalled from licence.

15. Those discharged for the first time during the year come from the following prisons :—

Camp Hill .. .. .	166
Chelmsford .. .. .	106
Dorchester .. .. .	1
Dover .. .. .	8
Durham .. .. .	36
Falfield .. .. .	4
Maidstone .. .. .	57
Manchester .. .. .	2
Nottingham .. .. .	109
Pentonville .. .. .	13
Sudbury .. .. .	9
The Verne .. .. .	9
Wakefield .. .. .	48
Wormwood Scrubs .. .. .	92
<b>Total .. .. .</b>	<b>660</b>

In addition to the above we received a further 65 men who were released for a second time from the recall centre at Leicester.

16. Of the 660 men released for the first time :

- 99 had previous summary convictions
- 399 had previously been fined
- 419 had previously been bound over
- 308 had previously been placed on probation
- 187 had been to an Approved School
- 175 had received Borstal training
- 12 had served a sentence of penal servitude
- 590 had served sentences of imprisonment
- 4 had served a previous sentence of corrective training

Many are recorded in several of these categories, and some in all of them.

17. The question of employment on discharge from prison is a vital factor in any man's resettlement, and is one to which we give constant attention. The figures below indicate how our releases from Corrective Training fared in this respect:

Total number released .. .. .	660
(a) Required no assistance .. .. .	1
(b) Did not wish help concerning employment .. .. .	249
(c) Unable to be helped on account of illness, etc. .. .. .	4
(d) Returned to one of the Armed Forces .. .. .	2
	<hr/> 256
Net total requiring help with employment .. .. .	404
(e) Placed in employment by the Ministry of Labour .. .. .	308
(f) Placed in employment by our Associates .. .. .	78
(g) Failed to co-operate with efforts to find employment .. .. .	18
	<hr/> 404

18. Of the 660 released during the year, 538 were under 30 years of age on conviction and 122 were 30 years and over. There were 167 reported on during the year for unsatisfactory conduct as under :

Warned but not recalled .. ..	12
Recalled without a conviction .. ..	29
Recalled on being reconvicted .. ..	28
Reconvicted but not recalled .. ..	81
Awaiting trial 31st December, 1954 ..	17
	<hr/>
	167

19. The reconviction (i) position on 31st November, 1954, of men released from a sentence of corrective training was as under:

(a)

Year of discharge	Number discharged	Reconvicted					
		Not reconvicted		Not recommitted to prison under sentence		Recommitted to prison under sentence	
				No.	Per cent.	No.	Per cent.
1950 ... ..	201	79	39.3	10	5.0	112	55.7
1951 ... ..	937	410	43.8	54	5.8	473	50.4
1952 ... ..	1057	400	37.8	61	5.8	596	56.4
1953 ... ..	794	450	56.7	27	3.4	317	39.9

(i) Arrangements for the notification of *all* reconvictions have been in operation only since 1st January, 1952. Prior to that date it is likely that some reconvictions which did not result in return to prison would not be notified.

(b) As shown below, 98 corrective trainees released during the years 1950 to 1953 have been recalled without further reconviction. Of this number 80 had been released for the second time by the end of December, 1954, and the position of these at that date was as follows :

Year of 1st release	Total recalled	Released on licence the second time	Not reconvicted		Reconvicted	
			No.	Per cent.	No.	Per cent.
1950 ... ..	9	9	3	33.3	6	66.7
1951 ... ..	28	23	12	52.2	11	47.8
1952 ... ..	27	21	7	33.3	14	66.7
1953 ... ..	34	27	16	59.3	11	40.7
Total ... ..	98	80	38	47.5	42	52.5

#### PREVENTIVE DETENTION

20. The number of discharges of men from Preventive Detention is slightly less than in the previous year, the total being 103 in 1954 against 108 in 1953, and on 31st December, 1954 there were 1,133 still in detention. It is not so easy to estimate what numbers of these men will be released in a given year, since the length of their sentences vary from 5 to 14 years and their release date is determined by the decision of the Preventive Detention Advisory Board.

21. There are still some men serving a Preventive Detention sentence imposed under the Prevention of Crimes Act, 1908, but their numbers are rapidly decreasing.

22. The analysis of discharges for 1954 is as follows :

Sentenced under	Discharged		Total
	at two-thirds	at five-sixths	
Prevention of Crimes Act, 1908 ...	—	7	7
Criminal Justice Act, 1948 ... ..	13	83	96
			103

23. Their average ages were :

<i>Sentenced under</i>	<i>No.</i>	<i>Average Age</i>
Prevention of Crimes Act, 1908	7	43 years 7 months
Criminal Justice Act, 1948	96	39 years 8 months

24. Of those sentenced under the Prevention of Crimes Act, 1908 :

2 were found employment by the Ministry of Labour  
 1 was found employment by our Associate  
 2 found own employment  
 2 did not co-operate with efforts to find employment  
 —  
 7  
 —

Of those sentenced under the Criminal Justice Act, 1948 :

40 were found employment by the Ministry of Labour  
 6 were found employment by our Associates  
 31 found own employment  
 5 were unfit  
 14 did not co-operate with efforts to find employment  
 —  
 96  
 —

As with those in other categories, other assistance, such as maintenance, tools, clothing, etc., was also given.

25. The following tables show the number of reconvictions of men released from Preventive Detention up to 31st December, 1954 :

*Reconvictions of prisoners sentenced under the Prevention of Crimes Act, 1908*

(a) *Prisoners released after serving two thirds of sentence (1)*

Year of discharge	Number discharged	Not reconvicted	Reconvicted
1950 ... ..	8	1	7
1951 ... ..	4	1	3
1952 ... ..	3	3	—
1953 ... ..	1	—	1

(b) Prisoners released after serving five sixths of sentence (1)

Year of discharge	Number discharged	Not reconvicted	Reconvicted
1950 ... ..	1	1	—
1951 ... ..	—	—	—
1952 ... ..	10	2	8
1953 ... ..	5	4	1

(c) Full time or special release (1)

Year of discharge	Number discharged	Not reconvicted	Reconvicted
1951 ... ..	2	2	—
1952 ... ..	1	—	1

(1) This table does not include reconvictions which did not involve return to prison under sentence.

*Reconvictions of prisoners sentenced under the Criminal Justice Act, 1948*

(a) Prisoners released after serving two thirds of sentence from a first sentence.

Year of Discharge	Number discharged	Not reconvicted	Reconvicted but not recommitted to prison under sentence (i)	Reconvicted and recommitted to prison under sentence
		No.	No.	No.
1952 ... ..	13	5	—	8
1953 ... ..	18	7	1	10

(b) Prisoners released after serving five sixths of sentence from a first sentence.

Year of Discharge	Number discharged	Not reconvicted	Reconvicted but not recommitted to prison under sentence (i)	Reconvicted and recommitted to prison under sentence
1952 ... ..	—			
1953 ... ..	82	33*	3	46

\* 1 deceased

(i) Persons who were reconvicted and returned to prison on recall *only* are included in this column.

(c) *Two prisoners were specially released from first a sentence of Preventive Detention and were not reconvicted.*

26. We have been pleased to watch the development of the Bristol Hostel Scheme for certain Preventive Detention prisoners who have been admitted to the Third Stage with a view to their being released when they have completed two-thirds of their sentence. When a man is selected for transfer from Parkhurst to the Hostel it is our duty to see he is provided with a working outfit and to arrange with the Ministry of Labour Office in Bristol for a possible opening in employment. At the same time we send details concerning each transfer to the Principal Probation Officer who undertakes to befriend each man during his term at the Hostel. Eight of these men were released during 1954 of whom one had been reconvicted by the end of the year.

#### HOME LEAVE

27. During 1954 leave was granted to 241 of our men. It is our duty to make preliminary enquiries concerning the home address to which the applicant for leave wishes to go, and to acquaint the local Associate of the dates in question. Each man is advised to make contact with our Associate, the Ministry of Labour and any prospective employer during the brief period he is at liberty.

The details concerning those who were granted leave are as follows :

Leave was granted to 241 men as under :

From Falfield ..	..	6
„ Leyhill ..	..	137
„ Maidstone ..	..	18
„ Sudbury ..	..	5
„ The Verne ..	..	1
„ Wakefield ..	..	74
		<hr/>
Total ..	..	241

Of this number only one was late in returning to prison.

#### PERSONS DISCHARGED UNDER SECTION 29 OF THE PRISON ACT, 1952

28. The numbers released from prison after serving sentences of ordinary imprisonment, who have been placed under the above Section of the Act, continue to increase, and during 1954 no fewer than 2,970 were due to report to us for the first time, and thereafter each month for a period of 12 months from the date of their release.

29. It is not easy for us to give a clear picture of the amount of clerical work involved by us in carrying out our duties as the Appointed Society. It is now a common experience for our morning mail to include anything from 150 to 200 individual reports. All these have to be recorded and acknowledged.

30. Men coming under this category are served with the Order to report their addresses to us by the Governor of the discharging prison. In addition we send our own instructions which, together with a stamped envelope and sheet of note-paper, are given to the man on the morning of his discharge. It will be seen, therefore, that no man has any valid excuse for not immediately complying with his obligations and sending his address to us. If a man fails to do this in the first instance, we are left with no alternative, under the Prison Act, 1952, but to report his failure to the Commissioner of Police for the Metropolis. He then becomes liable to the provisions of the First Schedule of the Act and thereafter

he is under an obligation to report to the Police as directed by them. Should a person to whom this Section applies once record his address with us, but subsequently fail in his monthly report, we have some discretion before we need proceed to report his failure.

31. The position concerning men coming within this category, who were released during 1953, was on 31st December, 1954, as follows :

Total discharged .. .. .	2,745
Placed under the First Schedule of the Prison Act, 1952, for failing to report .. .. .	158
Reconvicted for new offences .. .. .	918
<hr/>	
Total unsatisfactory .. .. .	1,076 — 39.2%

If a man is reconvicted he clearly cannot continue to send us monthly reports but we suggest it is satisfactory to note that during the year in question we only had to place 158 or 5.7 per cent. under the First Schedule because they failed in their obligation.

#### GENERAL OBSERVATIONS

32. Once when we were speaking to friends about our work, the bare facts were given concerning a few of our cases who were doing well. One of the group, in a rather sceptical manner, asked : " How long will they last ? I'd like to make a small bet with you that they will be back ' inside ' within twelve months." " The risk is too great for both of you," said another, and he was right. In our work you never can predict with certainty one way or the other. So often it is the man you feel will break down who is the one to make good and *vice versa*. Incidentally, we mentioned three such cases in last year's report, and are happy to be able to relate that they are still doing well.

33. In 1952 a man appeared before the Advisory Board at Parkhurst. A brief comment was that he was a good prisoner but a menace to the public when at large. Undoubtedly there was some justification for this belief, since he had collected sentences which totalled in the aggregate 22 years 5 months since 1934. He told the Board it did not matter whether they put him into the third stage (from which he had a chance of being released at two-thirds of his sentence) or if he had to remain to serve five-sixths. It was all the same to him. He had been a fool and intended to grasp his next chance with both hands and never return. When he was released from his previous sentence of penal servitude he had been at liberty five days when he committed an offence for which he received another 12 months' imprisonment. When next released he was in trouble again within a fortnight and on conviction received his Preventive Detention sentence. The Board decided he must remain in Detention to serve his maximum. When he was told of the decision he replied : " That's all the same to me." This man was subsequently released on licence to us for a period of a year. He came directly to our office in London and was provided with accommodation, and sent to be registered at a Labour Exchange for employment. Four days afterwards he called to tell us he had heard of a vacancy, had taken a bus into the country to see the employer and was starting the next day. We fitted him out with clothing and placed him in touch with a good Associate. This man never looked backwards and when he finished his licence he asked to see me personally. I agreed, and on his free afternoon he came up to London for a chat. He asked me if I remembered his coming up before the Advisory Board and when I said, " Yes, and I recall what you said to the Board," he replied : " I have no



grudge, I did not expect to get out at two-thirds, but they never thought I'd make it, did they ? " He produced a Post Office Savings Book to prove he had been saving regularly from his wages, and after he had purchased suits and an overcoat he still had £44 to his credit. He spoke well of his employer, who knew of his past. He said, " Somehow I feel different." As he spoke I had no doubt about it, for he told me how another temporary employee had suddenly left having taken his new overcoat and the " tips " he had got ready to pay into his Post Office account. He remarked, " The boss wanted to prosecute, but I told him I understood and did not want it," Then his face brightened up as he said, " Do you know ? The boss sends me to the Bank with his takings—sometimes its hundreds and the desire to pinch it and clear off is gone."

34. " Nil desperandum " is not a bad motto for anyone engaged in our work, and we can truly say with John Masfield :

" I have seen flowers come in stony places,

" And kindness done by men with ugly faces,

" And the Gold Cup won by the worst horse at the races ;

" So I hope too."

35. On that note may we conclude by again expressing our thanks to Governors, Welfare Officers, Members of the Probation Service, Prison Visitors, Women's Voluntary Services, Employers, Ministry of Labour, National Assistance Board and so many others who have helped, and not forgetting those ex-prisoners who have given us encouragement during the year.

MARTIN W. PINKER,  
Director.

## Central After-Care Association (Borstal Division)

*Annual Report to the Council for the Year ended the 31st December, 1954.*

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1. On June 1st, 1954, Borstal After-Care completed fifty years of service during which time 40,650 ex-Borstal boys had been under its care. Its first Annual Report dated May 31st, 1905, records that the Committee had bought their only full-time agent "a bicycle which they hope he will find useful in his work"; that "the agent's salary and expenses (£87 and £13 respectively) are almost covered by a grant of £100 from the Prisons Fund and rent and office expenses (a total of £54 10s. 0d.) are not heavy items." Among those whose subscriptions formed the major part of its income were Sir A. Conan Doyle, W. S. Gilbert and E. W. Hornung, a literary trio joined shortly afterwards by John Galsworthy, who made a handsome gift of £100. It was in this age of silk hats and bustles, hansom-cabs and gas-lamps, Savoy Opera and the Gaiety that the Association received the first few Borstal Boys into its care.

2. Then, as now, the Association was pre-occupied with the problem of the homeless boy but fifty years ago it had to deal with a type of homeless waif we hardly know to-day. Of the first 76 boys discharged to its care in 1904-5, no less than 45 were living in common lodging houses at the time of their conviction, and in 1911, 50 of a total case load of 112 were homeless. Employers were reluctant to employ convicted persons and great difficulty was encountered in finding work. The sea and the Colonies seemed to offer the best chances of employment and in the first year 8 went to the Colonies and 5 went to sea. In 1911, 64 (30 per cent. of all discharged) went to sea.

3. In those early years the difficulties, social and economic, were considerable. Full employment and the aids which we regard as commonplace to-day, the help of the Ministry of Labour, the National Assistance Board, the psychiatrist and the clinic were then unknown and in saluting the pioneers those of us engaged in this work to-day, supported as we are by the co-operation of other services and specialists, must acknowledge that we have no defence if we give less than our best.

4. There is, however, a further vital difference in the problem we meet to-day compared with that facing the pioneers. That is the prevalence of genuine poverty and, indeed, destitution fifty years ago as against the comparative lack of economic pressure to-day. In the early days of Borstal After-Care many boys could be satisfactorily helped by provision of material aid and employment within their capacity. To-day the problem is more subtle. Thus, in the latest Annual Report of the Prison Commissioners, a medical officer is moved to say "The most striking change has been the change of quality of the average reception who is poorly integrated and shows great poverty of the whole personality. There is marked lack of foresight and judgment, little determination of moral courage, great inconsistency in effort and lack of sustained interest. The general picture is that of unreliable, ill-disciplined lads, negative rather than positive in their outlook and personality traits with little to 'work on' from the training point of view." To-day then we are faced with a more serious problem than can be alleviated merely by teaching a boy to work and providing material aid.

It may reasonably be asked, are those concerned in the training and aftercare of Borstal boys sufficiently conscious of the changing nature of the work and are they adapting their own outlook, methods and skills accordingly ?

5. I referred in my last report to the creation of a Pre-discharge Section of the Borstal Division, charged with the task of studying the histories of all boys committed to Borstal and of initiating plans for their resettlement. It is now possible to comment on the new department's first year's work. The Section has been organised so that each member has a specific responsibility. Each member, therefore, has acquired a fund of knowledge of the problems likely to arise in his own field of work. At the same time, over-specialisation has been avoided by interchange of duties during leave periods and by case-problem discussions. There is no doubt that the inception of the department is leading to better case-work. Cases pass under the scrutiny of a small group of people familiar with after-care problems and their possible solutions. Institution staffs and Associates are being brought into closer consultation and the ideal at which we aim, a practical discharge plan for every boy, the result of intelligent and co-ordinated study, comes nearer to realisation. There has been an increase of institution visiting by Associates, both on their own initiative and at our request. These visits are of inestimable value and they should be pressed to the limit that available time and money allow. Many Associates have commented appreciatively on the increasingly personal nature of their relationship with the Association and the Institutions.

6. Home Leave is playing an increasingly important part from our point of view. The leave period is of great value to us in testing the ultimate discharge plan and in evaluating any work done up to that stage in the problem case. To the Institution, too, Home Leave is of great value and as one Governor observes in a letter, " Knowledge limited to Institution reactions is a poor basis on which to estimate a lad's fitness for release and it is, therefore, with gratitude that the Institution Board seeks and uses the additional observations and opinions forwarded by the Associate who has seen him on Home Leave."

7. One gratifying result of the work of the section is the early detection, and often solution, of certain problems which, if left to be discovered at a later stage in a boy's training, would not only have produced unwelcome difficulties in resettlement but would have proved obstacles to successful training. As in medicine, early diagnosis is half the cure. .

8. The most disappointing aspect of Pre-discharge work is still related to our homeless boys. Certainly very few homeless boys now come on to the discharge list as unresolved problems, but a lot of the work spent on these most difficult cases proves abortive. The work done on behalf of the homeless boy by certain of our Associates and voluntary friends is beyond all praise but there is always an urgent and pressing need for homely lodgings both for Home Leave and for permanent residence for the homeless and much more help could still come from voluntary sources.

9. But the story behind a press-cutting recently sent to me by one of our Associates demonstrates once again that there is more to be brought to our work than scientific case-work. The cutting is an announcement that " On Sunday next John Smith will preach the Gospel " in a local Mission Hall. Before his committal to Borstal John Smith had twice previously been convicted and had faced a total of twelve charges. He did well in Borstal and on discharge his future was regarded hopefully. At first he made good progress under supervision but began to backslide and eventually made two more appearances before

the Court, each time being fined. Let the Associate's periodical reports tell the rest of the story. March : " I was informed by the Missioner of the Mission Hall that John had been attending the Hall for some weeks and was helping there." April : " He tells me that he attends the Mission regularly and I find in my talks with him recently that he appears to be a very changed lad in outlook and manner." May : " He is still in close touch with the Mission and attends the meetings several nights a week. He has given up smoking and drinking. I am rather amazed at this change as at the beginning he was rather a difficult customer." And in a final report at the end of the boy's supervision period the Associate says : " Since he became interested in the Mission he has done remarkably well and has not given the slightest trouble either at home or in his co-operation with me."

Saul found salvation on the road to Damascus. John found hope in the small back street Mission.

#### STATISTICS.

10. The following tables show :

(1) *Borstal Cases*

(a) The numbers discharged to our care during 1953 and 1954 :

	1953			1954		
	Civilian	Forces	Total	Civilian	Forces	Total
1. From Borstal for first time.	976	808	1,784	1,045	696	1,741
2. From the Recall Centre	272	77	349	292	58	350
3. From Prisons, having been reconvicted whilst under supervision.			262			238
			2,395			2,329

(b) The numbers under supervision on 31st December, 1953 and 1954.

1953			1954		
Civilian	Forces	Total	Civilian	Forces	Total
2,309	1,387	3,696	2,481	1,229	3,710

(c) *Reconvictions*

The following table shows, for all discharges since 1937 (excepting the atypical year 1939), the numbers and percentages of convictions within seven years of 1st January of the year of discharge. The figures are given in 3 year groups, except those for the years 1937-8, 1952 and 1953. Where less than seven years have elapsed since discharge, the figures relate to the period ended 31st December, 1954.

Years of discharge	Number of discharges	Not Reconvicted		Reconvicted once only		Reconvicted twice or more	
			Per cent.		Per cent.		Per cent.
1937 to 1938	1,741	1,039	59.5	340	19.5	362	21.0
1940 to 1942	3,238	1,641	50.7	690	21.3	907	28.0
1943 to 1945	3,929	1,648	41.9	914	23.3	1,367	34.8
1946 to 1948	5,369	2,084	38.8	1,391	25.9	1,894	35.3
1949 to 1951	5,358	2,325	43.4	1,529	28.5	1,504	28.1
1952	1,753	995	56.8	467	26.6	291	16.6
1953	1,784	1,166	65.3	483	27.1	135	7.6

(d) Reconvictions of those discharged from the Recall Centre in 1953 :

Of the 349 discharges, 153 (or 43.8 per cent.) were reconvicted within 12 months (36 more than once).

Of the 153,

- 48 were reconvicted in the 1st 3 months.
- 66 were reconvicted in the 2nd 3 months.
- 27 were reconvicted in the 3rd 3 months.
- 12 were reconvicted in the 4th 3 months.

(2) *Young Prisoners*

(a) The number discharged to our care during 1953 and 1954 :

	1953			1954		
	Civilian	Forces	Total	Civilian	Forces	Total
1. Discharged first time ...	455	176	631	459	127	586
2. After Recall ...	2	—	2	3	—	3
3. From a Prison having been reconvicted whilst under supervision.			17			12
			650			601

(b) The numbers under supervision on 31st December, 1953 and 1954 :

1953			1954		
Civilian	Forces	Total	Civilian	Forces	Total
266	57	323	233	39	272

(c) *Reconvictions*

The following table shows the numbers and percentages of reconvictions known up to 31st December, 1954, of male young prisoners discharged on licence since 1949. Arrangements for the notification of *all* reconvictions have been in operation only since 1st January, 1954. Prior to that date it is likely that some reconvictions which did not result in return to prison would not be notified. The following figures should be read subject to this qualification.

Year of discharge	Numbers discharged	Numbers not reconvicted		Numbers reconvicted	
		No.	Per cent.	No.	Per cent.
1949 ... ..	145	105	72.4	40	27.6
1950 ... ..	491	340	69.2	151	30.8
1951 ... ..	620	397	64.0	223	36.0
1952 ... ..	642	433	67.4	209	32.6
1953 ... ..	631	403	63.9	228	36.1

(3) (a) Total of Borstal and Young Prisoner discharges to our care in 1953 and 1954 :

	1953	1954
Borstal Cases .. .. .	2,395	2,329
Young Prisoners .. .. .	650	601
	<u>3,045</u>	<u>2,930</u>

(b) Total of Borstal and Young Prisoner discharges under supervision on 31st December, 1954 :

	1953	1954
Borstal .. .. .	3,696	3,710
Young Prisoners .. .. .	323	272
	<u>4,019</u>	<u>3,982</u>

#### DIRECT SUPERVISION CASES

11. A large number, 26 per cent. of all Borstal boys and Young Prisoners in London, are under the direct supervision of the Association. One member of our staff is responsible for these boys, delegating supervision of certain cases to other members of the staff. Without exception (and 132 such cases were discharged directly to our care in 1953) these are problem cases. 75 of them came to us from Portsmouth Recall Centre or from prison after reconviction whilst under the care of other Associates. They present every conceivable problem. Nearly all are homeless and they include the psychopathic, the tubercular, the enuretic, the homosexual, the experienced criminal, the physically handicapped and, indeed, all are boys who need constant and prolonged care, care that often does not end with the termination of their legal period of supervision. Although the reconviction and failure rate among this group is high (50 per cent.—nearly all of them having long previous records) the response of some of them is little short of incredible and is a constant proof that even the apparently most hopeless offender is capable of ultimate success.

12. Although with this group the assistance of psychiatric clinics and hospitals has constantly to be called upon, such success as we have is invariably based upon the sound and enduring relationship between the boy and his supervisor. It should be said quite frankly that although the psychiatric services are always most willing to help, the proportion of cases in which they are able to do so is extremely small and in the great majority of cases the problem rests fairly and squarely upon the shoulders of our Welfare Officer. The following cases demonstrate graphically the kind of situation he is called upon to deal with.

13. On committal to Borstal in 1949, Leonard had been before the Courts every year, with one exception since 1941, and had been to two approved

schools and a hostel. His mother was dead and his father had married again and banned the boy from the family home. All available reports on him made gloomy reading : " Lazy, dirty and immature." " An evasive personality and should be watched for further deterioration of personality." " We are sorry to be so pessimistic about this lad but he has been tackled by so many people and from so many angles in the past that we can suggest no way of helping him in future," are some of the phrases used about him. An early contact was made with him at his Borstal in an effort to win his friendship but on discharge the future still seemed bleak. His institution reports included " Very immature, lazy, slovenly and pretty well incapable of facing life inside or out . . . A hystero malingerer . . . will always need institution care of some kind or another . . . a deep and cunning mind in which there is very little honest intention and very little moral sense." But the hoped for friendship with our Welfare Officer did develop and Leonard has now been in the outside world for nearly three years. He has committed no further offences and our latest note on him, made when he last called to see us (only a week ago, although his supervision order expired nearly a year ago) reads : " Clean, tidy and happy. Still making very good progress at the same job. Keeps in touch with his family and is pleased that he has been accepted back into the fold."

14. Charles, on the other hand, had only one conviction before being sent to Borstal. His parents had deserted him in infancy and from the age of 3 until he came into our care he had spent practically his whole life in institutions. He has, in fact, had 23 months only in civilian life, during which period he had 21 jobs. By the time he was discharged to our care he was described as a difficult and stormy person, crudely oblivious of normal manners, who gave an impression of obstinate resentment, his attitude one of " you mind your business and I'll mind mine." His Housemaster, however, detected and encouraged the sterling qualities that lay well hidden behind the prickly exterior. In fact, he proved to be an extremely sensitive fellow who felt, rightly, that life could have dealt more kindly with him. As he himself said on discharge ' I haven't much to go out to'. The only way he was able to tackle life was with a positive, at times absolutely blazing, hate. At first interviews followed almost a set pattern. The first part of the interview would be taken up by his bitter vituperation, expressed in the most violent language, against his life, the social system, and especially any person whom he felt for the time being had offended him. After this initial explosion, the pressure would subside and he would discuss the immediate problem (and he always had an immediate problem) calmly and with understanding. A period of calm would be followed by his flaring into the office, all guns at action stations, for another brisk engagement, but he did form an enduring attachment to our Welfare Officer. Now after two and a half rumbustious years stabilisation seems gradually to be taking place. But during that period he has been recalled, has been to prison, has attempted suicide, has been in good financial circumstance and has been penniless. If over the years we can reveal the basically sound personality that the Housemaster detected we shall be satisfied.

15. These are but two of the very many boys who can only be adequately dealt with by people able to devote virtually unlimited time to them. With a caseload composed almost entirely of boys of whom the two described above are typical, our Welfare Officer is inured to disappointment but he proves daily that infinite patience and understanding can ultimately overcome most obstacles.

#### STAFF

16. This year has seen the retirement of two old servants of the Association, Mr. J. Wright, B.E.M., who served from May, 1906 to April, 1954, and Mr. F. H. Holland, who retired in April, 1954 after 44 years' service. Mr. Wright worked with the late Sir Wemyss Grant Wilson before the formation of the Borstal Association and well remembers its being founded. In addition, Mr. S. H. Jackson, who has been on the staff of the Association since April, 1911 and Secretary since 1922 retired from the Secretaryship at the end of the year, happily remaining on the staff in another capacity. He has been succeeded as Secretary by Mr. G. High, who has been with the Association since 1925.

F. C. FOSTER,  
*Director.*



# Central After-Care Association

## (Women's and Girls' Division)

*Annual Report to the Council for the Year ended 31st December, 1954*

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1. Once again it is our duty to give an account of the work of this Division, and, as it is some time since we did so, to give a brief outline of our methods, which we hope will be a reminder to those who already know them, and will inform those who do not.

2. After Care begins the moment a woman or girl reaches prison or Borstal Institution, and it is our custom to interview all who will come under our supervision on discharge, as soon after their reception as possible ; to visit their homes and, nearer the end of their sentence, to make arrangements for their work, their living conditions, their journeys home, for financial assistance and for their supervision while under our care.

3. As it is our endeavour to make After Care fit the individual, and, as with their finger prints, no two persons are exactly alike, it will be appreciated that our approach to each must vary considerably. Not only are some 500 women and girls under our supervision every year, but their problems may and do involve their families, husbands, boy friends, children or employers. Some need comfort, cajolery or condolence and others respond to a firmer, not to say tougher, method. All need sympathy and understanding. Because the entire staff take a personal interest in their problems it is not surprising that visitors to the office are numerous and look upon it as a refuge in time of trouble. It is a constant pleasure to welcome those, who, although they have long ceased to be under our care, like to drop in for a visit when in our neighbourhood.

4. This Division owes a profound debt of gratitude to His Grace the Archbishop of Canterbury for his powerful support of the views expressed by us on the undesirable publicity given to ex-prisoners, and for submitting our Memorandum on the subject to the newly formed General Council of the Press. In their first annual Report the correspondence with His Grace, together with the Memorandum and the replies of the Editors concerned, is published in full.

5. The following details and statistical tables present a record of the work of this Division.

### DISCHARGES

6. The numbers discharged to our care during 1953 and 1954 were:—

	1953	1954
Borstal Institutions .. .. .	119	134
Borstal Recall Centre .. .. .	36	45
Young Prisoners (sentences of 3 months and over only)	32	38
Long Term Imprisonment .. .. .	19	26
Corrective Training .. .. .	26	19
Preventive Detention .. .. .	4	4

Life Imprisonment . . . . .	—	2
B.I. on Licence released after Short Term imprisonment	7	5
	<hr/> 243	<hr/> 273
Discharged subject to Section 29 of the Prison Act, 1952	96	106†
	<hr/> 339	<hr/> 379

#### BORSTAL

7. From 1st January to 31st December 1954, 132 girls were discharged from H.M. Borstal Institutions Aylesbury and East Sutton Park.

Most of the girls were able to return to their own homes and go out to daily work found through the services of the Ministry of Labour, whose representative sees them in the Institution before discharge. Those who were unable to return to their own homes went mainly to resident work, many of them to good posts in hospitals. A few girls were discharged to Hostels, but the acute shortage of working girls' hostels throughout the country willing to accept a girl from Borstal, makes it impossible to place more than a very small number during the year.

Thirteen of the girls discharged from Aylesbury were Mothers with babies. The majority of these returned home and although this is usually the most successful method of dealing with the problem, the difficulty of placing a girl and baby in residential work and the expense of a Mother and Baby Hostel, means that sometimes a girl returns home when it is not the best solution. For a homeless girl with a baby, a Mother and Baby Hostel, as distinct from a Mother and Baby Home, is most desirable as the girl eventually goes out to daily work. The minimum charge of such a hostel is approximately £4 4s. a week and as she should stay for at least six months, is prohibitive for us. Where it is possible for them to do so the Local Authority meets this expense and subsidises the girls' wages which do not normally cover the hostel costs. Where this is not possible we are often unable to take advantage of suitable vacancies.

There were 45 girls discharged from Exeter Recall Centre, 5 of whom had babies. Parents seem less inclined to have their girls back from the Recall Centre and the problem of placing mothers from Exeter is therefore more acute.

The following table shows, for all discharges since 1937 (excepting the atypical year 1939), the numbers and percentages of convictions within seven years of 1st January of the year of discharge. The figures are given in 3-year groups except those for the years 1937-38, 1952 and 1953. Where less than seven years have elapsed since discharge, the figures relate to the period ended 31st December, 1954.

Years of discharge	Number of Discharges	Not reconvicted		Reconvicted once only		Reconvicted twice or more	
		No.	Per cent.	No.	Per cent.	No.	Per cent.
1937 to 1938	138	62	44.9	33	24.0	43	31.1
1940 to 1942	359	177	49.3	65	18.1	117	32.6
1943 to 1945	718	398	55.4	157	21.9	163	22.7
1946 to 1948	482	279	57.8	101	21.0	102	21.2
1949 to 1951	392	250	63.8	79	20.1	63	16.1
1952	119	85	71.4	21	17.6	13	11.0
1953	119	97	81.5	18	15.1	4	3.4

† This figure includes 4 Long Term Prisoners, who are also subject to the provisions of this Section of the Act.

## YOUNG PRISONERS

8. During the year 1954 38 young prisoners were discharged and the majority were able to go home. We were able to arrange hostels or Mother and Baby Homes for those who could not go home. Approved lodgings were found for one girl but these are extremely difficult to find and the number of hostels is quite inadequate.

A high proportion of Young Prisoners were married women and matrimonial problems had to be sorted out and arrangements made for those who did not return to their husbands.

Of the single girls four were pregnant and three were discharged with their babies. This involved search for suitable accommodation, always a major problem where there is a baby involved. It is encouraging to note the percentage of successes is still very high.

The following table shows the numbers and percentages of reconvictions up to 31st December, 1954, of female young prisoners discharged on licence since 1949. Arrangements for the notification of all reconvictions have been in operation only since 1st January, 1954. Prior to that date it is likely that some reconvictions which did not result in return to prison would be notified. The figures should be read subject to this qualification.

Year of Discharge	Numbers discharged	Numbers not reconvicted		Numbers reconvicted	
		No.	Per cent.	No.	Per cent.
1949 ... ..	18	13	72.2	5	27.8
1950 ... ..	39	34	87.2	5	12.8
1951 ... ..	46	38	82.6	8	17.4
1952 ... ..	30	24	80.0	6	20.0
1953 ... ..	32	26	81.2	6	18.8

## CORRECTIVE TRAINING

9. There were 19 women discharged from sentences of Corrective Training, a considerable fall in the numbers compared to former years. It is an interesting point that women under 30 years have a higher percentage of success than those in the older age group.

The majority were able to return to a home, either to their own, or to relatives or friends. Five went to hostels.

There were approximately the same number of married and single women discharged. Half the number of married women had been separated from their husbands prior to conviction.

A high proportion of single women and most of the married ones had children either with parents or taken into Care by the Children's Officer, with whom we kept in close touch during the women's sentence, so that suitable plans were made on discharge. The first desire on the part of the woman is usually to see her children immediately on discharge and it has been possible to arrange for this in most cases.

*Reconvictions\* up to 31st December 1954, of women discharged from a sentence of corrective training*

Year of Discharge	Number discharged	Not reconvicted		Reconvicted			
				Not recommitted to prison under sentence		Recommitted to prison under sentence	
		No.	Per cent.	No.	Per cent.	No.	Per cent.
1950 ...	10	5	50.0	—	—	5	50.0
1951 ...	38	21	53.3	2	5.2	15	39.5
1952 ...	42	27	64.3	2	4.8	13	30.9
1953 ...	26	17	65.4	—	—	9	34.6

\* Arrangements for the notification of *all* reconvictions have been in operation only since 1st January, 1952. Prior to that date it is likely that some reconvictions which did not result in return to prison would not be notified.

#### LONG TERM IMPRISONMENT

10. Although the 26 women discharged from sentences of Long Term Imprisonment are not on a licence and so not obliged to keep in touch with us, we are able to give them considerable help and many of them have taken advantage of this.

*Reconvictions up to 31st December, 1954 of women discharged from a sentence of long term imprisonment*

Year of Discharge	Number discharged			Not returned to prison under sentence				Returned to prison under sentence			
	Star	Ord.	Total					Star		Ordinary	
				No.	Per cent.	No.	Per cent.	No.	Per cent.	No.	Per cent.
1950 ...	12	37	49	10	83.3	24	64.9	2	16.7	13	35.1
1951 ...	14	14	28	13	92.9	10	71.4	1	7.1	4	28.6
1952 ...	10	13	23	10	100	11	84.6	—	—	2	15.4
1953 ...	8	14	22	8	100	13	92.9	—	—	1	7.1

#### PREVENTIVE DETENTION

11. Ten women since 1952 have been discharged from sentences of Preventive Detention and four of these in 1954.

Of the four discharged this year, two were single. One of those went to friends and one to temporary accommodation pending more permanent arrangement. Of the other two, one went to the home of a married daughter and the other, who was divorced, returned to a relative.

Because of the previous records and age of these women, much care has to be taken over plans for discharge.

As the number is so small it is possible to take a more personal interest in each of their careers, which so far have been satisfactory. Only one woman has been reconvicted and placed on two years Probation. There have been no other reconvictions since the first discharge in 1952.

12. *Women discharged subject to the Provisions of Section 29 of the Prison Act, 1952.*

Discharged during 1953 .. .. .	96
(this figure includes 5 Long Term Prisoners)	
Placed under First Schedule to the Prison Act, 1952, for failing to report .. .. .	13
Reconvicted for new offences while subject to Section 29 of the Prison Act, 1952 .. .. .	17

The Staff would now like to introduce some of our visitors to you.

**K.Z. *Life.***—Middle aged when sentence of death was commuted to life imprisonment. Married but separated from her husband prior to her crime. Has now settled down in an excellent job in which she is contented and where her past is not known. She welcomes the obscurity which is now hers.

**L.Y. *Long Term Imprisonment.***—An elderly woman when sentenced to a long term imprisonment which provided a salutary shock. Although in indifferent health on discharge from prison, she soon obtained a responsible job for which she is well suited, and which she still holds.

**M.X. *Preventive Detention.***—A monumental mass of self pity and conceit, and bone idle too. Exploits a genuine physical disability and refuses to do work for which she is suitable. Has numerous convictions and has spent a considerable part of her life in prison. Now in the middle fifties she is free once again. As it is her considered opinion that the community should keep her in a luxury to which she has never been accustomed it is unlikely that she will remain long out of prison.

**N.W. *Corrective Trainee.***—Ruined by the publicity she got on her discharge from a sentence of Corrective Training, though not a very hopeful proposition in any case. Wishful thinking persuaded her that she could make a living by writing and she refused to consider any other work. Her freedom was short-lived and she soon returned to serve another prison sentence.

**O.V. *Borstal Institution.***—An irresponsible youngster always on the defensive. Sentenced to Borstal training at the age of 19, she was discharged with her illegitimate baby to a Mother and Baby Home, her parents having refused to have anything further to do with her. Even in the sheltered life of the Home she was unsettled and eventually decided to have the baby adopted. Since then she has had and lost several jobs, from one of which she was dismissed as the proprietor of the restaurant took a dim view of a waitress who planked the food in front of a customer who had complained exclaiming "And I hope it chokes you"! However after much trial and error she is now in a suitable and well paid job. Her free time gives us cause for anxiety, but she has been persuaded to join a Club with innumerable activities, some of which, cycling in particular, appeal to her. She is trying to save up to buy a bicycle. It is uphill work!

**P.U. *Borstal Recallee.***—An alluring and attractive girl, who was sent to a quite exceptionally good job on discharge from Borstal, but her bad behaviour led to her recall and during her six months at the Recall Centre she persisted in her determination to return to live with a married man who left his young wife and baby on her account. Subject to the good influence at the Recall Centre, she changed her mind at the eleventh hour, gave up her association with the man and went to a hostel found for her by us. Her subsequent career proved entirely satisfactory and she is now married happily and has a baby daughter.

Q.T. *Young Prisoner*.—A comely wench, capable and well educated but with expensive habits, which she satisfied by robbing her employers of a considerable sum of money. For this she served a term of imprisonment at the age of 19. The sentence shook her badly and on discharge she made every effort to reform her ideas and habits and has done well. Her period of supervision over and with a boy-friend with matrimonial intentions, it is unlikely that she will return to crime.

R.S. *Section 29*.—A middle aged woman, a widow, who has served several short sentences and on discharge was subject to Section 29, Prison Act, 1952. She obtained an excellent and well paid post which she has kept for nine months until she was taken seriously ill and is unfit for work of any kind. She has struggled hard to overcome her temptation to steal and has succeeded. We were glad to be able to obtain some help for her. Unfortunately an old spinal complaint necessitates a very serious operation and she will be many months in hospital. Although her period of reporting is over she welcomes a friendly visit from us.

It is in no perfunctory spirit that we record our gratitude to all who have never failed to give us their help and co-operation for we are fully aware of the part they play in any success we may have achieved. They include the Governors of H.M. Prison and Borstal Institutions whose work we endeavour to continue; to the Probation Service who share with us the duties of supervision; to the Women Police whose alert and efficient help has saved many a girl from being recalled; to all statutory bodies and Voluntary Associations with whom we are in constant touch, to all who are willing to employ an ex-prisoner or Borstal girl.

Last but not least to all the women and girls committed to our care, who have made real efforts to become honourable citizens and who have co-operated loyally with the After Care Staff. For all these we are most truly thankful.

H. L. LONG,  
*Director.*

## An historical note on Aid-on-discharge and After-care

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Modern methods of prison treatment aim increasingly at the social rehabilitation of the prisoner by preparing and fitting him to take his place as a normal member of society. They affirm that the offender is not, by his sentence, cut out of the community, but remains part of it, and that society must accept a continuing responsibility which does not cease with the execution of the sentence. And this principle is emphasised in every aspect of prison life by bringing members of the outside community into the prisons as Prison Visitors, or in the running of education, recreation, and the libraries, and by increasing the facilities for prisoners to keep touch with their families and friends and with what is going on in the world outside.

But the test of any prison system is what happens to the prisoner when he comes out. It has been often, and truly, said that it may be then that the prisoner will have to face the hardest part of his punishment. All that has been done in prison, if it has had any good effect, may be wasted unless this hard transition to ordinary life is eased and guided by a humane and efficient system of help and after-care.

Now in this country this help to discharged prisoners has for over 100 years developed on the basis of a partnership between the State and voluntary social service. The origin was an urge among private persons, in a spirit of Christian charity, to relieve misfortune and distress, and various philanthropic societies were set up to help discharged prisoners on this basis. As early as 1823 the Justices, who then controlled the local prisons, were given statutory power to provide clothing and money for deserving prisoners, and to exercise some control over charitable bequests for the benefit of poor prisoners. A further Act of 1862 provided that the voluntary Societies might be recognised by the Justices and certified as approved Discharged Prisoners' Aid Societies, and the Justices were authorised to make fixed grants to these Societies for the benefit of each prisoner discharged to their care. It may be that the interest of the State was based on rather different motives from that of private benevolence. The purpose of the State, acting through the machinery of the criminal law, is to protect society against crime. The offender convicted of crime may be sent to prison as a punishment, but society is not protected if that offender, on discharge, is left with no alternative but further crime in order to keep himself and his family alive. Common prudence alone, therefore, would require that so far as is reasonable and practicable the discharged prisoner is not left in that position.

This partnership between the State and private benevolence continued, though in a slightly different form, when in 1877 the control of local prisons was transferred from the Justices to the Home Secretary, acting through the Prison Commissioners. But the changes were more of machinery than of spirit or principle: the State grants were paid from public instead of local funds, the Commissioners took over from the Justices the duty of overseeing the work, and the approved Societies were certified by the Home Secretary instead of by the Justices.

During the present century the fundamental principles of the work of Discharged Prisoners' Aid Societies have not changed, but between the wars there occurred a very interesting development of the partnership principle. In 1936 the Aid Societies decided, in the words of the Annual Report for 1947 of the National Association of Discharged Prisoners' Aid Societies, "to abandon

their strict independence and join together in common cause, not only with each other, but in full co-operation with the prison authorities," the purpose being that "a way should be found for the free adjustment of our organisations so that they could meet the needs of the inevitable developments desired by the authorities in their prison administration." The N.A.D.P.A.S. presents an interesting example of partnership between statutory and voluntary bodies in that its administration is wholly financed from public funds, and the numbers and gradings of service of its staff are controlled by the Prison Commissioners, though its management is in the hands of a Committee freely elected by the affiliated Societies.

The local D.P.A.S.'s, however, operated, and still operate, in a different field from that allotted to the Central After-Care Association, which is primarily concerned with "statutory after-care" as distinct from "aid-on-discharge." The conditions prior to the Association were as follows.

Until the sentence of penal servitude was abolished by the Criminal Justice Act, prisoners so sentenced were sent to what were called convict prisons, such as Dartmoor and Parkhurst for the recidivists, and other prisons for the Star class—that is the first offenders and those thought suitable to be associated with them. It was, for obvious reasons, difficult to organise private and local benevolence for such prisons. Also, the State has always taken a special responsibility for prisoners sentenced to penal servitude, and much more money had to be spent to assist their rehabilitation. To meet this situation Mr. (now Sir Winston) Churchill, when he was Home Secretary in 1910, established the Central Association for the Aid of Discharged Convicts. This was from the outset wholly financed from public funds. It was nominally placed under a General Council, of which the Secretary of State was President, and on which the Societies and Institutions hitherto operating in this field of charity were represented. In fact, after the first few years, the Association was managed by its Director, in consultation with the Prison Commissioners, and the Council ceased to have an effective existence. After the Second World War, this Association was brought into close co-operation with the N.A.D.P.A.S. ; both occupy the same premises, and the General Secretary of the N.A.D.P.A.S. was Hon. Director of the Central Association.

The origin of the Borstal Association was rather earlier. In the early years of this century, when Sir Evelyn Ruggles-Brise was experimenting with that system of treating young offenders between the ages of 16–21 which was, by the Prevention of Crime Act, 1908, established as the Borstal system, he started among his personal acquaintances an Association of Visitors to these young men. When the Borstal system was set up, it incorporated a new principle of vital importance to the future of after-care. When a prisoner sentenced to imprisonment is released he is discharged absolutely. The D.P.A.S. may offer help and advice but he need not accept it ; he is an absolutely free man. In the days of penal servitude, a convict was discharged on a conditional licence which might be revoked in certain circumstances, but that only concerned the police. It had nothing to do with after-care, and the discharged convict need have no more to do with the Central Association than the discharged Prisoner with the Aid Society, if he did not choose. It was a purely negative licence. The Borstal licence, however, was a positive licence ; its main object was not a sort of police control, but to ensure that the boy was placed under the supervision of a Society whose first object was his rehabilitation, and that he should have regard to their directions and advice at the risk of being recalled if he failed to do so. For this purpose Sir Evelyn Ruggles-Brise's Association of Visitors was established as the Borstal Association under the direction of a voluntary committee, and so continued, as the Society named in the licence of a Borstal boy, until the Central Association was set up. The first Director of the Association was Mr. (later Sir Wemyss) Grant-Wilson,



who was one of the members of the original Executive Committee in 1905. He also became Director of the Central Association on its foundation, and continued to conduct the affairs of both Associations until his retirement in 1935. Here again the partnership with the Prison Commission was gradually extended, till in recent years the whole of the expense of administration as well as that of after-care came to be met from public funds.

Until 1928 responsibility for the after-care of Borstal girls and women convicts rested with the Borstal Association and Central Association respectively. The work was carried out at a branch office in London by a woman who was an Assistant Director of these Associations. Later it was thought that there would be advantages in bringing the after-care work into closer association with the work carried on at Aylesbury, which comprised both the only Borstal at that time for girls and the convict prison for women of the Star class. Accordingly a new Society was set up known as the Aylesbury Association, of which the Council was the Visiting Committee of the Institution and the first Director was the then Governor of the Institution. Subsequently, when more girls' Borstals were set up, and the convicts of Holloway assumed greater importance than those at Aylesbury, it was found desirable to separate the offices of Governor and Director, and a separate Director was appointed and provided with offices in London. As with the Borstal and Central Associations, the administration of the Aylesbury Association was financed wholly from public funds.

The Central After-Care Association was set up in 1949 to meet three primary purposes. First, the necessity to meet the requirements of the Criminal Justice Act, 1948, which had very largely increased the categories of offenders to be released under licence requiring positive supervision and after-care; second, to create out of the hitherto unrelated bodies in this field one comprehensive organisation, so that what is one problem should be dealt with on common principles; and third, to secure that the work of this organisation should be so far as possible integrated with the closely related work of the local Societies affiliated to the National Association of Discharged Prisoners' Aid Societies.

The passage of the Criminal Justice Act very largely increased the category of offenders to be released conditionally on what has been called a "positive" licence—a licence which places them, for the purpose of assisting their rehabilitation, under certain obligations during the unexpired portion of their sentences. These categories include, as well as Borstal boys and girls, men and women released on licence from sentences of Corrective Training and sentences of imprisonment. In all these cases the Act provided that they should be under the supervision of an appointed Society. In order to ensure that the supervision and after-care of all these different classes of offenders should be treated on common principles in the most effective and economical manner it was decided to merge the three pre-existing after-care organisations into one properly co-ordinated body, to be called the Central After-Care Association. This Association is now, therefore, the Society appointed for all the purposes of statutory after-care and supervision provided for by the Act. It also undertakes to provide assistance and after-care for such other persons released from custody as the Secretary of State may from time to time require, including prisoners released from central and regional prisons who, while under no statutory obligations are more appropriately dealt with by a central body than by the local Societies. The Association is also the Society authorised to receive information of their addresses from prisoners discharged under the provisions of Section 29 of the Prison Act, 1952.

In setting up the Association, it was decided to preserve the traditional pattern, exemplified in the structure of the National Association of Discharged Prisoners' Aid Societies and the three pre-existing Associations, of a body

financed from public funds but under voluntary management, working in close co-operation with the statutory bodies which have interests in the field. The Council is, therefore, representative not only of private persons with a special interest in this work, including members of the Councils of the former Associations and of the National Association of Discharged Prisoners' Aid Societies and representatives of the Women's Voluntary Services, but also of the Ministry of Education, the Ministry of Labour and National Service, the War Department (since so many young men go from Borstal to the Army), the Prison Commissioners, the National Assistance Board, and the Probation Service.

The objects of the Association, as set out in its constitution, are :—

(1) To be a Society which may be specified by the Prison Commissioners to undertake the care and supervision of a person after his release :—

(i) from a Borstal Institution (section 45 of the Prison Act, 1952);

(ii) on a licence from Corrective Training or Preventive Detention (section 26 of the Prison Act, 1952);

(iii) on a licence from imprisonment (section 25 of the Prison Act, 1952); and to undertake such care and supervision.

(2) To be a Society which may be approved by the Secretary of State and appointed by the Prison Commissioners to receive information of an offenders' address on his discharge from prison and thereafter from time to time in accordance with the provisions of section 29 of the Prison Act, 1952, and to receive such information.

(3) To undertake the supervision of such other persons who have been released from custody as the Secretary of State may from time to time require.

(4) To consult and co-operate with the National Association of Discharged Prisoners' Aid Societies with a view to the most effective and economical use of the resources of both bodies, whether jointly or in respective spheres, in all matters affecting the after-care of persons released from custody.

(5) To consider and report to the Secretary of State on questions arising out of the aforementioned objects, and in particular such questions as may from time to time be referred to the Association by the Secretary of State.